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ABSTRACT

Designed for community college trustees, faculty, administrators, and state officials, this monograph examines conditions of change confronting community colleges and outlines specific role dimensions for trustees in governance. Introductory remarks pointing to questions being raised concerning the decision-making authority and capacity of trustees are followed by a working definition of governance to be used as a basis for the assessment of current and future trustee roles. The next section examines trustee roles in governance, offering a model that contains two elements: the amount of time and attention trustees devote to strategic issues and the problem of dualism in governing community colleges. In addition, historical and current perspectives on trustee roles are provided. Next, changing social conditions (e.g., deinstitutionalization of human services, centralization of state-level decision making, economic differentiation, and changing government spending priorities) are reviewed in terms of their effect on trustee roles in governance. After proposing an expanded trustee role in budgeting and planning, the monograph presents a chart outlining respective trustee and administrative roles in governance for 16 decision areas. Next, an in-service model for trustee development is presented, and information on the implementation of the model is provided. Finally, concluding comments summarize the components of the future roles of trustees. A "working bibliography" of 70 sources is appended. (LAL)

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Emerging Trustee Roles in Community College Governance

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JC 870 073

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

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EMERGING TRUSTEE ROLES IN COMMUNITY COLLEGE GOVERNANCE

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INTRODUCTION

As community colleges move toward the 1990's, boards of trustees and administrators will face serious new challenges to their authority to make independent decisions about institutional expenditures, student costs, and academic programs. These challenges will take the form of increasing pressure to document the quality and outcomes of academic programs and services to local communities, states, and to society as a whole. They will be particularly vexing inasmuch as community colleges have not explicitly linked linked outcomes and costs. External factions including state coordinating boards, state legislatures, higher education appropriation committees, business and industry, K-12 school districts, civic organizations, human service organizations, baccalaureate degree-granting institutions, proprietary schools, accrediting associations, and federal agencies will raise questions about the value-addedness of community college programs and services in relation to the resources spent on their development and maintenance. Foremost in mind will be judgments about the capacity of community colleges to elicit desired outcomes with a changing student population given limited resources and trustee knowledge directed to decisions affecting program development, mission articulation, resource allocation and educational pricing.

While questions concerning trustee roles in community college governance have constantly been raised, it has not been until recently that the decision authority of trustees has been so vigorously and widely questioned. Most critics point to a concern about the capacity of lay boards to make complex decisions based on limited knowledge and participation in college affairs. Can trustees make sound decisions about academic programs, finances, and staff when they have piecemeal knowledge about the institutional mission and goals? Since lay trustees are not always competent to resolve troublesome educational issues, should they retain the right to approve or disapprove of institutional budgets? Because some trustees have an incurable tendency to meddle in administrative decisions, do trustees as a whole possess the judgment to make sound policy decisions? What are the implications for institutional governance of board member relationships with community interest

groups on specific policy issues? To what extent do trustees weaken budgetary and programmatic decisions through second guessing, squabbles over minor matters, vacillation on tough policy decisions, and ill-preparation to deal with crises? How can trustees make sound academic and financial policy decisions when they have ambiguous guidelines for performance and limited information on which to base decisions? These questions plague community college trustees and state and local government officials responsible for resource allocation decisions. The basic issue is one of confidence in the capacity of lay governing boards to make effective policy decisions in an increasingly complex postsecondary education environment.

To address the topic of current and future trustee roles in governance, the objectives of this monograph are several:

- to provide a working definition of governance which can be used as a basis for assessment of current and future trustee roles,
- to describe historical dimensions of trustee participation in governance through examination of legal, organizational and political factors within and outside of community colleges which combine to shape the trustee role,
- to identify conditions of change in the external environment for community college education in the 90's that may alter the role of trustees in governance,
- to present and analyze data obtained from a national sample of community college trustees and chief executive officers outlining shared and divergent perceptions of actual and desired trustee role(s) in governance
- to propose an in-service model for trustee development that can be used to improve trustee participation in governance--particularly institutional planning and budgeting--in accord with changing institutional conditions.

This monograph is intended for a reading audience comprised of community college trustees, faculty, administrators, and state officials. The goal is to examine conditions of change confronting a national spectrum of community colleges and to outline specific role dimensions for trustees in governance to assist institutions in developing effective responses to their environment.

WHAT IS GOVERNANCE?

Two recurring themes in the literature directed to governance guide its application in the community college: 1) a prevailing concern among trustees, faculty and administrators about the location of authority and power for decision making among different parties in the decision process, and 2) the notion that one or more groups involved in the process can alter a decision depending on the nature and degree of influence and information they bring to bear on the decision. To illustrate, change in the finance patterns of community colleges to reflect increased dependence on state agencies, has had the effect of adding new parties (i.e., state budget agencies and coordinating boards) to the decision process. State budget offices with authority to determine the amount and types of resources allocated to community colleges can exercise power in the institutional budget process through the issuance of "budget guidelines" (i.e., technical instructions) that specify the nature and scope of personnel decisions that can be made by the institution, guidelines for program continuation, allowable increases in equipment and supply costs to offset inflation, and enrollment levels that will be "supported" by the state. In effect, state budget agencies have become a force for governance because they exercise power, authority, and influence in decisions that determine the shape of the institutional budget. At the same time, these agencies can alter the structure and outcomes of the decision process by adjusting the format and content of budget guidelines. As new guidelines for budget construction are developed and implemented, the number, type, and role perspectives of actors involved in institutional budget decisions can change. Planning and evaluation specialists can be added or subtracted from the process at the state and institutional levels, information systems specialists can expand the amount and type of influence they exert in the process, and budget officials at the state level can exert greater or lesser influence in budget decisions depending on the direction of change in the budgetary guidelines. Overall, the shape of governance could change as a function of change in the budgetary process.

For the purpose of contrast with governance models presented in the higher education literature, key elements in the conceptualization of governance for community colleges may be described as follows:

1) Community college governance is a process involving the location of authority, power, and influence for academic and financial decisions among a discernible set of individuals (trustees, faculty, administrators, coordinating boards, etc.) within and outside of the institution;

2) There is an established order for influence relationships among parties to the decision process in community colleges; this order will remain static unless trustees, administrators, faculty, or external groups move to change the outcome of a particular decision such that the new outcome is different from that which would be evident if the decision were made within the established order of influence relationships;

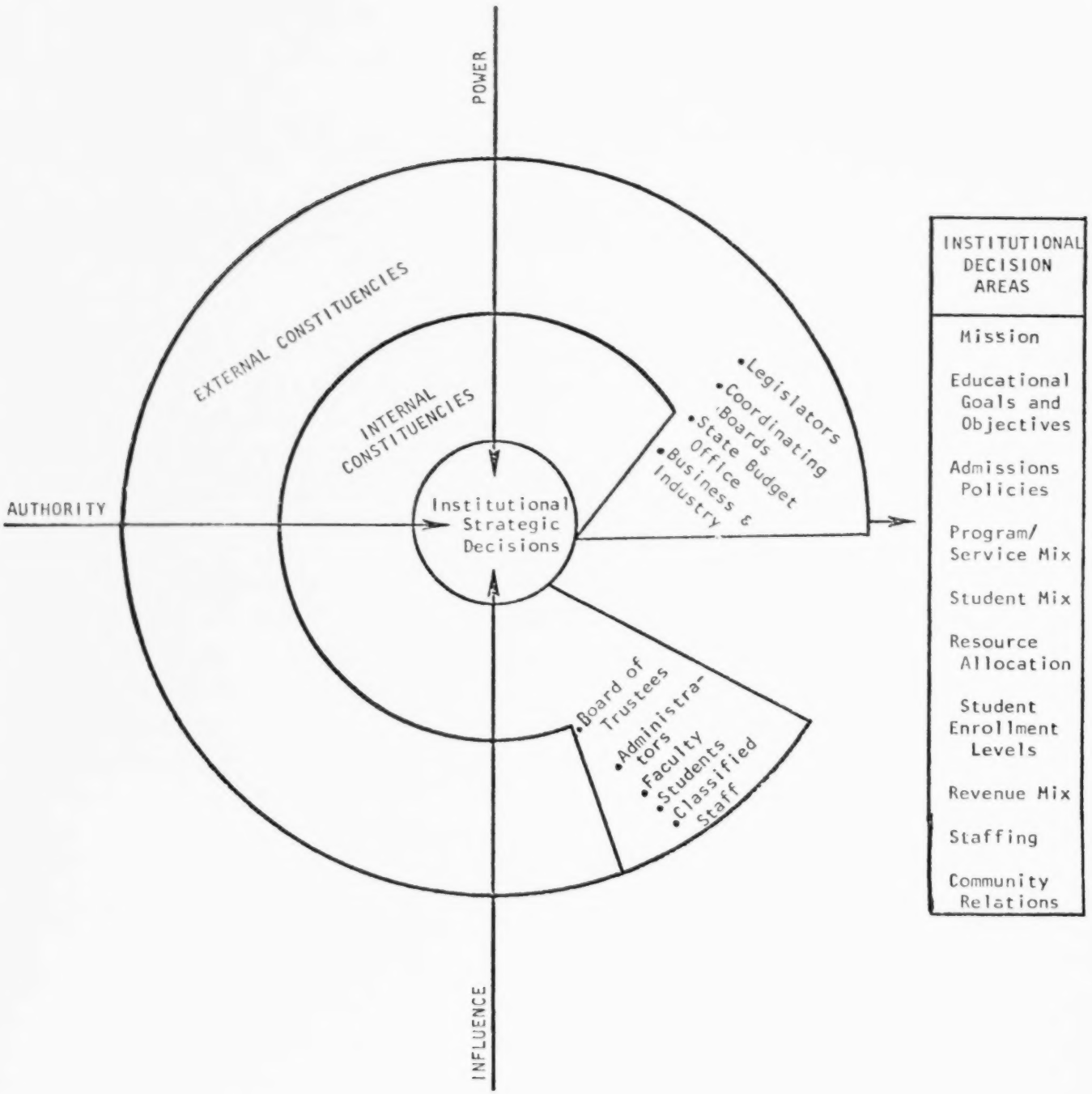
3) The capacity of trustees, faculty and administrators to influence or "shape" institutional decisions will vary in accord with the type of decision to be made, the formal authority ascribed to the individual(s) by virtue of statutes or position, and the degree of power accumulated by the individual(s) over time;

4) Decisions can be altered by the advent of new groups to the decision process or shifts in the distribution of power among trustees, faculty and administrators;

5) The nature and degree of influence carried by trustees, faculty and administrators in the decision process will vary over time in accord with changing environmental conditions facing the college.

To summarize, governance is a correlate of the decision process. As depicted in Figure I, it involves the exercise of influence by specific groups inside and outside of the college in relationship to specific decisions. The roles of trustees, faculty and administrators in governance can change rapidly as new actors gain a foothold in decisions about community college budgets, programs, staff, facilities, and mission and goals. Among the factions that will comprise an influential force in community college governance in the 90's are external groups such as state coordinating boards, legislative committees, state budget offices, business and industry, and local citizen groups holding a special interest in the college.

FIGURE 1
PRINCIPAL ACTORS AND TRUSTEE ROLES
IN COMMUNITY COLLEGE GOVERNANCE



TRUSTEE ROLES IN GOVERNANCE

When considering the past, present and future roles of community college trustees in governance, a number of questions require careful consideration. Some of these questions are the following:

1) How do trustees become aware of and exercise their basic privileges, rights, duties, and obligations?

2) Do board roles change as management and governance circumstances change?

3) What is the relationship between the board and the chief executive officer of the college?

4) How has the board/chief executive officer relationship changed in recent years?

5) What should be the board role with regard to issues such as fiscal management, program development, personnel planning, etc.?

6) What is the appropriate role of boards in policy development and implementation?

7) What institutional variables need be taken into account--age, size, location, method of trustee selection, tradition--in the determination of trustee roles in community college governance?

8) What self-evaluation activities should boards undertake to improve effectiveness?

In order to address the issue of emerging roles for community college trustees in governance, an organizing model or framework is needed. The governing board literature is full of admonitions for current or aspiring board members--typical is that of a Harvard University trustee who in 1957 defined the job of a lay member of a governing board as seeing that the organization is good, well-manned, and running smoothly--without trying to run it himself or herself. The model that will serve as a framework for the discussion to follow contains two elements. First, the notion "that trustee time and attention must be directed to strategic or important issues facing community colleges." Second, the notion "that trustees must deal with the problem of dualism in governing community colleges." Let us consider each of these two elements of the model.

Time and Attention To Strategic Issues

Paul Davis, after visiting a number of colleges, arrived at the following conclusion:

> You might well look at the boards of trustees, for I suspect that at great colleges, the boards of trustees do much more than select the president, play with the endowment, and build buildings; . . . boards will be taking an active interest in all phases of the college, yet, aid rather than interfere with the administration and the faculty.

This observation captures the essence of the first proposition--simply that trustees must be actively involved in important decisions affecting the community college. Healey, in a 1976 study of privately controlled colleges facing closure, found that trustees of faltering institutions tended to become less extensively involved in critical decision areas and more extensively involved in decisions of lesser importance. Precious time is lost when trustee energy and experience is squandered on activities that are non-essential to institutional development. Board involvement in routine operations such as vendor selection, faculty load determination, facilities modification, and course approval will have the effect of removing board members from policy-related decisions such as those identified in Figure 1 -- program/service mix, decisions about the educational mission, resource allocation, etc. -- unless careful efforts are made to cultivate board identification with these policy functions.

Organizational Dualism

The second element in the model involves dualism. Dominguez (1971) writes convincingly that trustees face an identity problem, the consequence of which is the fact that there are no generally accepted theories or guidelines about what a board should do. In the absence of guidelines for performance, trustees suffer from an inability to distinguish between making or initiating decisions and approving decisions already made. As Dominguez points out, dualism can assume a variety of forms for any single board:

> They (trustees) have formal power over education, but are actually cautious in the exercise of their power. They are homogeneous in social composition, but often unpredictable in behavior. They are concerned about receiving a representative sample of opinion from faculty and students, yet they shun direct representation of those groups on the board. They are omnipotent in policy-making, yet often reluctant to go beyond policy review.

Given this problem of dualism, it should become evident why the history of governing boards is filled with concern about the ambiguity of board roles, criticism directed at boards, and the lack of a specific framework for board involvement in institutional decisions. Indeed, the theme that will be advanced in this section of the monograph is that of an ebb and flow with regard to board role and authority in governance which can be documented throughout the history of lay governing boards in higher education.

Historical Perspectives On Trustee Roles in Governance

In the Colonial era, boards served a watchdog function principally to hold in check liberal ideas, curricula and teachers. With the advent of the 19th century, trustee intervention in college affairs became increasingly common. Professor Charles G. Finney accepted the presidency of Oberlin College only on the condition that trustee intervention be minimal. As W. H. Cowley summed up the era:

> Until the twentieth century, the majority of boards of trustees did not accept the concept that operational control should be the responsibility of administrators and their staffs, and some seem not to have accepted it even now.

Cowley describes 1900 as a watershed year wherein a fundamental change occurred with respect to governing board practice. Most boards chose to delegate all educational policy-making to the president and the faculty while retaining only legal control over the curriculum, admission and degree requirements, and faculty recruitment. The AAUP was founded in 1915 to protect academic freedom and tenure, however by the mid 1900's, higher education observers began to chastise boards for failing to distinguish between policy-making and administration roles.

Although community college boards of trustees are a relative newcomer to postsecondary education compared to their four-year college counterparts, they are subject to the same historical pressures and strains. As public two-year institutions were being built at a rate of one per week in the early- and mid-1960's, several hundred new trustees were seeking to determine appropriate governance roles in a community-based institution. Since trustees lived in the same community in which the college was located, how could they fairly represent the interests of the community to the college, and, in turn, the college to the community, without interfering in administration? Where should the line be drawn between policy development and policy execution, between the exercise of authority and the delegation of authority, and between representation of the interests of the community and protection of the interests of the college? George Keller phrased it well when he wrote that campus presidents and their boards of trustees have performed the longest continuing high-wire act in history--by protecting the central purpose and freedoms of colleges from frequently powerful patrons.

Before leaving this brief historical look at governing boards, it should be noted that the theme of ebb and flow relative to board roles in governance is reflected in a continuing stream of criticism directed at trustees by various constituents--students, presidents, scholars, and fellow trustees. Clark Kerr (1984) is only the most recent critic of lay trustees, accusing them of being unduly enamored of trivial campus details, even permitting presidents to ritualistically become mere door-openers for their trustees. A chronological review of criticism directed at trustees, reveals a generally unabated chorus beginning two hundred years ago. The 1780's included constant complaints printed in local newspapers about interference of trustees in the management of colleges and universities. Early twentieth-century writers were not hesitant to join the fracas. Veblen (1918), perhaps the most famous critic of trustees, described them as quasi-literate businessmen, parochial, meddling, and cunning. Sinclair Lewis (1923) addressed the issue of trustees and interlocking directorates while Robert Hutchins (1936) wrote of trustee interference in management in The Higher Learning in America. The 1940's and the 1950's added to the litany of

criticism. Beck (1947) criticized trustees for lack of knowledge about postsecondary education; the California Regents were often criticized for the infamous loyalty oath controversy of the 1940's; and Ruml-Morrison (1959) cited myriad examples of abuses of trustee power--second-guessing, squabbling over minor matters, acting in loco-parentis, and exhibiting too little mettle in the face of challenging issues. The criticism continued into the 1960's with Corson (1960) alleging that trustees were inadequately informed, unable to influence decisions, and of questionable intellectual capacity and experiential background. The AAUP censored several college boards in the early 1960's for lack of due process and/or faculty contract abrogation. Jencks and Riesman (1968) claimed that trustees caused more trouble than they were worth; and various student activists attacked trustees for their business backgrounds and their alleged suppression of student political action.

Criticism of trustees has continued relatively unabated since the 1970's. Selected examples are the following:

- impotent boards leading to administratively dominated institutions,
- anachronistic, secretive, and moribund boards, exemplified in the approach used to policy development and decision making,
- excessive concern with parking stickers and trivia, at the expense of involvement in strategic decisions,
- naive and uninformed about the use and abuse of power within the community college governance structure
- erosion of credibility through failure to separate personal interests from institutional interests in decision-making,
- laymen not competent to resolve troublesome educational issues, goals, and objectives.

Current Perspectives on Trustee Roles in Governance

Governing board roles have been addressed in numerous publications in the last decade. One observor (Ingram, 1980) remarked that more has been written about trustees within the past ten years than was written during the thirty-four previous decades of American higher education. The literature on

trustee roles can be arbitrarily divided into two categories: 1) publications and studies which have been grounded in empirical evidence and 2) those not grounded in empirical evidence.

The former category (empirical) has been categorized by Engel and Achola (1983) into three classifications:

1) Studies with quasi-legal assertions for and against board involvement in decisions about academic matters;

2) Studies that report survey information about the perceptions and opinions of trustees, administrators, and faculty about board responsibilities for decisions regarding academic matters; and

3) Studies that address what boards of trustees actually decide about academic affairs.

Empirical studies advocate a wide array of roles for trustee. The chart presented in Table 1 outlines how various authorities (1965-1982) have attempted to develop a taxonomy of board roles. Eleven authorities in the field arrived at twenty-two governance roles for trustees with seventy-four recommendations spread randomly among the twenty-two roles. Two roles (selection, evaluation and termination of the college president and responsibility for the financial welfare of the institution) were identified by two-thirds or more of the authorities as "critical" board roles in institutional governance. Approximately 50 percent of the authorities identified college mission definition and construction of facilities as appropriate board roles. Seventeen of the twenty-two roles were identified as "critical" board roles by less than fifty percent of the authorities. Board roles suggested by fifty percent or fewer of the authorities as "critical" were the following:

Ensure good management	36%
Perform buffer role between college and community	36%
Engage in planning	36%
Oversee the educational program	36%
Develop personnel policies	27%
Evaluate institutional performance	27%
Court of last resort	27%
Create climate for change	18%

TABLE 1
COMPILATION OF TRUSTEE ROLES FROM
SELECTED TRUSTEE LITERATURE

DUTY (ROLE)	BLOCKER EL AL 1965	RAUH 1969	HUGHES 1970	CARNEGIE COMMISSION 1973	POTTER 1973	INGRAM 1980	DRESSEL 1981	RICHARDSON 1981	NASON 1982
SELECT, EVALUATE, TERMINATE PRESIDENT	X	X	X		X		X		X
ENSURE GOOD MANAGEMENT				X	X	X			X
PURCHASE, CONSTRUCT, MAINTAIN FACILITIES	X				X	X			X
DEFINE ROLE AND MISSION OF COLLEGE	X	X			X		X	X	
ENGAGE IN PUBLIC RELATIONS	X				X	X	X	X	
PRESERVE INSTITUTIONAL INDEPENDENCE (BUFFER ROLE)				X	X	X			X
EVALUATE INSTITUTIONAL PERFORMANCE	X				X				
CREATE CLIMATE FOR CHANGE				X	X				
INSIST ON BEING INFORMED					X				
ENGAGE IN PLANNING		X			X			X	X

*In Hungate

DUTY (ROLE)	POTTER 1979	COLUMBIA UNIVERSITY 1964*	CARNEGIE COMMISSION 1973	INGRAM 1980	NASON 1982	DRESSEL 1981	MARTORANA 1963	RAUH 1969	HUGHES 1970	BLOCKER el al 1965	RICHARDSON 1981
ASSESS BOARD PERFORMANCE	X					X					
COURT OF LAST RESORT			X					X	X		
ASSUME RESPONSIBILITY IN FINANCIAL WELFARE		X	X		X	X	X	X	X	X	X
PROVIDE FOR GOVERNANCE OF INSTITUTION			X	X							
RAISE MONEY					X						
MANAGE ENDOWMENT					X						
OVERSEE THE EDUCATIONAL PROGRAM		X			X					X	X
MAINTAIN THE INTEGRITY OF THE TRUSTEES				X			X				
STAFFING							X				
PERSONNEL POLICIES				X					X	X	
COGNIZANT OF NEW MENTALITIES AMONG FACULTY											X
AWARENESS OF CONFLICTING VIEWS AND POSSIBLE CONSEQUENCES						X					
*In Hungate.	11	3	6	7	9	6	7	5	4	8	6

Assess board performance	18%
Provide for governance of the institution	18%
Maintain integrity of trustees	18%
Insist on being informed	9%
Raise money	9%
Manage endowment	9%
Regulate staffing	9%
Maintain cognizance of emerging attitudes among faculty	9%

Particularly surprising is the fact that performing a buffer role, creating a climate for change, and engaging in planning were board roles suggested by fewer than fifty percent of the authorities.

In addition to those who have assembled lists of trustee roles, there are others who have tried to describe the essence of trusteeship. Greenleaf (1977) wrote that a board's proper role is to manage and guide policy decisions. Burns (1966) felt that trustees ought to have a legislative rather than an executive function. Wicke (1962) believed the board is an executive body rather than a legislative body. Richardson, et al wrote in 1973:

> It is clear that boards represent the critical intermediary between internal and external constituencies.. .we will suggest that role conflict among trustees, administrators, faculty, and students is a major source of unrest characterizing many institutions during the past several years....The need for definition of role has as many implications for trustees as for other constituencies.

If attention is turned to an analysis of board roles in community college systems in different states, a similar pattern of divergence can be noted with respect to external perceptions of trustee roles. Lloyd (1976) examined perceptions held of trustee roles by community college presidents and trustees in Michigan. As depicted in Table 2, dissonance between presidents and trustees is noted with respect to issues such as establishing administrative procedures, personnel matters, financial management, and communication issues. Dissonance is also noted in the ranks of trustees regarding lines of communication with collective bargaining units.

Part of the dilemma is the fact that trustee roles change. A North Carolina community college trustee (1970) observed that the future role of the trustee will be more demanding, more intriguing, and more challenging than

TABLE 2
PRESIDENTIAL AND TRUSTEE
PERCEPTIONS OF TRUSTEE ROLE
(Lloyd, 1976)

NUMBER AND VARIABLE*	PRESIDENTS' RATING: LITTLE OR NO IMPORTANCE	PRESIDENTS' RATING: OF SOME IMPORTANCE	TRUSTEES' RATING: OF SOME IMPORTANCE	TRUSTEES' RATING: ESSENTIAL OR VERY IMPORTANT
ESTABLISH ADMINISTRATIVE PROCEDURES	72.3	---	---	42.2
RECOMMEND APPOINTMENT AND TERMINATION OF PERSONNEL	67.7	---	42.0	---
MANAGE ASSETS AND OPERATIONS OF INSTITUTION	61.1	---	---	45.2
MAINTAIN A BALANCE OF INCOME AND EXPENDITURES	55.6	---	---	84.4
FORUMS WITH STAFF, STUDENTS AND PUBLIC	66.6	---	50.8	---
OPEN LINES OF COMMUNICATION WITH BARGAINING UNITS	66.7	---	---	31.3
APPROVE TRANSFER OF FUNDS BETWEEN ACCOUNTS	---	60.0	---	51.6

*Duty and/or Responsibility

ever before. Doser (1975) noted that boards should adapt to changing roles by keeping their hands off administration, but their noses in. Walker wrote in 1979:

> The problem is further compounded by boards changing their conception of appropriate board responsibilities from time-to-time. Before the 1960's, for example, boards generally accepted as a major responsibility the interpretation and defense of the college to the public. Since then, many boards seem to feel that their function is to represent the interests of the public in the management of the college.

Baldridge (1980) predicted that the coming decade would see more and more joint involvement in operational management between trustees and administrators. Baldridge described specific campuses in the public sector where trustees were opening offices, employing support staff, and functioning as part-time administrators. Bailey (1982) described an expanded role for trustees in dealing with a "triple crisis" facing higher education: funding, quality control, and definition of purpose. Corson (1960) recommended that trustees be permitted to participate more in educational decision-making. Lee and Bowen (1972) advised that internal and external pressures necessitated, contrary to the criticism of students and faculty, a strong governing board to prod and support the administration, to make difficult decisions about educational policy, and to represent the public interest in governance. Engel and Achola (1973) defined the schism in board roles relative to policy development and administration as a tension persisting between democratic and elitist forces--between public accountability and professional expertness--reinforcing the concept of dualism defined earlier. The notion of the "buffer role" of trustees can be documented throughout the literature. In the buffer role, trustees protect the college from unwarranted external pressures while concurrently serving the community. This role contains a basic ambivalence concerning the responsibility of trustees to the college or to parties outside of the college. Perkins (1973) indicated that little attention has been given to the "uniquely significant role of the governing board as the agency that both has protected internal autonomy and intellectual freedom and has served as a force to keep institutions relevant to the general society." Doser, a community college trustee, summed up the demanding role of the trustee as follows:

> The scope of trusteeship, that precious trust granted by the people, is more involved and more demanding. A board that makes decisions in a narrow, casual manner will wake up to find it has no decisions left to make--the college may still have academic freedom, but all institutional freedoms will have vanished.

BEACONS OF CHANGE IN THE 80's

What are the implications of dualism in trustee roles in governance in the late 80's? Assessment of the impact of trends in the external environment on institutional decision making is a process that can be used to determine desirable and undesirable trustee roles in governance. As economic, demographic, and technological conditions change, the information requirements of administrators and trustees change as does their capacity to make sound decisions about programs and resources. Administrators and trustees have only just begun to use information about the external environment in decisions about programs, budgets, and staff. They experience difficulty in distinguishing cause and effect relationships in the absence of baseline information about the environment. Failure to understand the linkage between institutional characteristics, environmental conditions, and the public policy initiatives of government agencies can limit the effectiveness of administrators and trustees in decision making as subjective opinions rather than objective data are employed in strategic decisions.

Viewing trustee roles in governance as a two-dimensional construct comprised of: 1) policy development and approval functions routinely performed by trustees as part of their statutory authority and 2) non-routine planning and resource allocation functions performed by trustees to adapt the institution to changing environmental conditions, questions follow as to appropriate board roles in governance. How do changing economic, demographic and technological conditions impact the flow of resources to community colleges and, consequently, the fiduciary authority of trustees? What are the actual and preferred roles of trustees in institutional decision making during periods of social and economic change? What steps can community

college administrators take to orient trustees to new roles in governance as a method to favorably position the institution for resource acquisition in a period of changing public policy?

Changing Social Conditions

Answers to these questions can be formulated, in part, through analysis of environmental conditions that will coalesce to shape board roles in governance in the late 80's. Following are fourteen conditions that will require the attention of community college trustees and administrators between 1985 and 1990:

1) Changing Economic Conditions. The United States economy is undergoing a fundamental restructuring evident in trends such as the transition to a global economy, unusual wage restraints, improving productivity, and the application of sophisticated, labor-saving technology to jobs. Pressing issues remain to be addressed by the Reagan Administration that could adversely impact community college budgets through disruption of the flow of federal revenues to the states. Included among these issues are the federal budget deficit, the import/export imbalance, tax reform, weakened international competitive position, economic recovery based on total consumption in contrast to corporate investment, and increasing domestic spending requirements. To reduce the budget deficit, the federal government will move to reduce aid and tax benefits to the states using a recently completed Department of Treasury study showing the fiscal condition of the states to be stronger than that of the federal government. Proposals will be made to reduce federal funds for housing, health and employment programs. The states will be forced to take on greater responsibility for administration of more programs. In the face of diminished federal aid for domestic programs and expanding need for improvement of K-12 education, social services for elderly and economically disadvantaged citizens, road and bridge repairs, modification and expansion of prison facilities, modernization of state hospitals, and expansion of water pollution control facilities over the next five years, what will be the priority of state funding for community college education? What role will trustees play in improving the priority of the colleges for state aid?

2) Deinstitutionalization of Human Services. Human service organizations (prisons, mental health, hospitals, etc.) will respond to federal cutbacks and rising competition for state funds through deinstitutionalization strategies--the lowering of fixed

costs for operations through reduction of the number of clients served. Restrictive admissions and early release programs are deinstitutionalization strategies typically employed by state prisons and hospitals to produce cost savings and evidence of negative impacts associated with a shortfall in operating resources. At issue will be the ability of community colleges to produce evidence of impacts that can compete favorably with those documented by human service organizations in states experiencing resource decline. Trustees and administrators will need to be cognizant of the financial strategies employed by human service organizations and to develop competitive strategies to acquire a fair share of resources for regional institutions.

3) Centralization of Decision Making in State Agencies. The connection between declining resources, patterns of financial decision making, and public policy are just now beginning to be studied by educational researchers. The condition of state-level resource austerity forces change in the financial strategies employed by community colleges by affecting the location, number, and distribution of power among actors involved in decisions. In the future, trustees and administrators will experience continued erosion of authority to make financial and programmatic decisions as state agencies, using modern information processing and retrieval technology, expand their control over community college finance. Strategies for centralized decision making will be developed to improve efficiency in the allocation and expenditure of resources. Policy initiatives will be advanced by government officials to reinforce centralized decision making as a method for resource conservation in state and local economies facing cutbacks. Problems will mount for community college administrators as gatekeepers, queues and filtered messages are used with increasing regularity by state agencies to control communication. These actions will increase the volume of communications between college administrators and agency officials thus producing an information overload that will add to the complexity of the job of executive administrators and trustees.

4) Economic Differentiation. A consequence of the changing distribution of population and capital resources among the states will be the differentiation of financial conditions for community college education. As the federal government moves to constrict the flow of revenue and tax benefits to state and local governments, the states will intensify economic development efforts to attract private-sector revenue. Competition will ensue and federal regulation may be necessary to ensure parity among the states. From the standpoint of public policy, it will be necessary to examine the flow of revenue between the federal government and the states and to determine the types of legislation and spending initiatives that might be adopted by the federal government to improve the economic condition of impoverished states. Community colleges in states with a recent

history of population growth, industrial development, and increased federal spending may experience variation in revenue growth rates as government agencies move to alleviate the disruptive effects of differential growth through equalization of spending. Revenue budgets characterized by double-digit growth in the short-term may change to no-growth budgets in the long-term as a result of shifts in federal spending priorities. Similarly, community colleges in depressed states subjected to a condition of prolonged resource austerity may experience revenue growth as a result of increased domestic spending. In the absence of vigilance by trustees and administrators, policy initiatives promoted by lawmakers representing the special interests of states experiencing differential economic growth will have an important impact on community college revenue budgets.

5) Future Change in Government Spending Priorities. Recent studies have shown that the percentage of the United States population living at or below the poverty level to be 15.2 percent--the worst since 1964. Studies have also shown that child malnutrition is on the rise in Northern industrial cities, in part, as a result of federal spending cutbacks in the 1981 Reagan Omnibus Budget Reconciliation Act. Poverty will become a significant public policy issue in the late 80's. It will become a focus for resource allocation as government agencies target money for special purpose programs to meet the needs of disenfranchised groups which, if neglected, could lead to social unrest. At issue will be the capacity of community colleges, through their program/service mix, to acquire new resources in accord with this shift in spending priorities. Through their awareness of changing citizen needs for educational programs and services, trustees could play a major role in the development of new programs to serve as a magnet for federal and state resources in the late 1980's.

6) Changing Focus on Quality. Changing government spending priorities in the late 80's leading to a renewed focus on domestic issues will alter the focus on "quality" in community college education. "Access" will once again become an important issue for two-year colleges to address the changing learning requirements of a population increasingly divided into "haves" and "have nots" by income, occupational status, and economic mobility. Frustration experienced by disaffected groups holding low-income jobs in a technological economy could result in new or expanded programs for job development, job retraining and adaptation to technology. Faced with unrest in specific population groups fueled by frustration, federal and state agencies will employ financial incentives to encourage community colleges to relax admission and retention standards in associate degree programs. Education for low-income and displaced workers will become increasingly important as a method to provide opportunity for expansion of personal income through training in technology. Community colleges

with slack in their organizational structure will be able to acquire significant new resources from government agencies in the late 80's if administrators and trustees are attuned to emerging public policy issues in a technological economy.

7) Demographic Transition. The age distribution and family structure in American society is undergoing change. By 1995, an increasing percentage of citizens will be represented in the 55 and older age group compared to their current representation. Concurrent with this trend will be the emergence of the single parent family as a prominent force in society. Between 1970 and 1980 the number of children 0-18 years of age raised in single parent families increased from 8.8 million to 12.2 million. In the decade 1980-1990, approximately 50% of the children in the 0-18 age group will be raised in the single parent family at some point in this age interval. While seemingly innocuous as a statistic to community colleges, demographic data of this type have powerful implications for patterns of student choice and federal financial aid policy. Children "rushed through" adolescence by adults seeking to replace a missing partner may attempt to make up for lost years of adolescence through college selection. The residential four-year college affords extensive opportunities for peer interaction. If marketed carefully for appeal to recent high school graduates reared in single parent families, four-year colleges could increase their market share of high school graduates directly at the expense of community colleges. Will trustees need to assume an expanded role in examining demographic trends in the community and recommending changes in college programs and services to improve the market position of the college in the quest for students and resources?

8) Changing Structure of the Labor Market. The rapid application of technology to the labor market has led to the restructuring of manufacturing, service and technology industries. Contradictory information is available documenting the growth and decline of these occupational sectors over the next decade. However, assumptions can be made regarding the general direction of growth. Growth is expected in service occupations where a large proportion of the jobs will be located, high technology occupations in which a small proportion of jobs will be located, and low technology occupations. Decline is anticipated in the proportion of manufacturing jobs. For community colleges, change in the structure of the labor market can be either positive or negative depending on the program mix and fixed-costs of the institution. Colleges with high fixed costs and a manufacturing-centered program mix in a service region undergoing significant growth in service and high-technology jobs, will experience decline in revenues unless significant new resources are found for program development, staff training, and equipment acquisition. What strategies can community college trustees and

administrators employ to renew academic programs in the context of changing labor market conditions?

9) Questionable Value of the Associate Degree. In a labor market marked by changing educational requirements associated with change in technology and the structure of jobs, important questions loom as to the value of the associate degree. Does the degree constitute over-education for service occupations with the advantage offset to proprietary institutions offering non-accredited, short-term courses? Does the degree constitute under-education for technological occupations with the advantage gained by universities offering technological courses at the baccalaureate degree level? What is the value of the associate degree in a changing labor market? Can associate degree programs be used to develop generic job skills for application to multiple technologies? Does the future of community colleges in a changing labor market rest with restructured associate degree programs that successfully merge liberal arts and technical training? Will the direction of the future be realized in course offerings variable in length and location that respond to the short-term training needs of new and displaced workers? What steps will be taken by trustees and administrators to restructure the associate degree to preserve institutional vitality in a changing labor market?

10) Divided Public Perceptions of Community College Education. Public opinion polls recently conducted in several states (Michigan, California, and Arizona) reveal positive public perceptions of community college education for reasons of low cost, accessibility, and programs relevant to citizen needs. Public understanding of the transfer, occupational and remedial functions is well established, but confusion reigns with respect to understanding of the community college role beyond these functions. The college is not viewed as the "sole provider" of services for any one educational function, but as one provider in a field of many providers. Public support for community college education expressed in operating dollars may be "soft" when tied to "generalized positive perceptions" of institutional role and "hard" when tied to recognition of "sole provider" status in the delivery of educational programs and services. Viewed in the context of the fiduciary role of trustees and administrators, is it possible that state agencies will place the emphasis on credit-bearing "core" programs in the design of finance formulas? Will they be reluctant to support institutions heavily invested in non-credit programs serving narrowly-defined constituencies instead of broad population groups?

11) Incomplete Institutionalization. Questions loom among funding decision makers (state legislatures and coordinating boards) as to the nature and extent of the educational benefits produced by community colleges. Is the college primarily a "centrist" organization providing recognized benefits (i.e., degrees,

certificates and transferable credits) to full-time students with traditional educational goals or is it a "quick-fix" organization serving increasing numbers of part-time students with limited educational goals (job retraining, personal development, cultural enrichment, etc.)? Institutions moving toward complete institutionalization experience a full exchange of resources (money and educational benefits) with funding sources; there is little or no confusion about the benefits produced by the college. For state agencies responsible for community college appropriation decisions, institutionalization would be complete when the educational benefits (degrees and certificates) produced by the college approximate a level established through negotiation with agency officials.

12) Loss of Uniqueness. Success in resource procurement leads to emulation and, eventually, to competition between institutions. Community college uniqueness in the form of low student costs, open access, comprehensive program/service mix and quick response to emerging needs has become a dimension of the past. Non-unionized private colleges and proprietary institutions with simplistic organizational structures can respond quickly to emerging needs. Public four-year colleges can effectively compete with two-year colleges for enrollment through sophisticated technologies. K-12 school districts can offer alternative, low-cost learning paths for adult students through incremental resources available via state agencies. Is it possible that community colleges have achieved a condition of optimum enrollment and are now on the downward slope of the growth curve? What will be the role of trustees and administrators in locating new enrollment or downsizing the institution to balance expenditures and revenues?

13) Knowledge and Capital Obsolescence. Rapid advances in technology lead to obsolescence of knowledge among faculty in technical disciplines as well as to obsolescence of equipment in instructional programs. Community college trustees and administrators confronted with pressing problems related to changing technical skill requirements in business and industry, aging faculty, and obsolete capital resources face a monumental task of institutional renewal. If two-year college instructional programs are perceived as being marginal in quality due to substandard knowledge and technical skills imparted to students, what will be the impact on financial decisions made by state and federal agencies? Obsolescence of knowldge and capital equipment can become a deterrent to institutional image development with external constituencies in the absence of careful planning by trustees and administrators.

14) Organizational Malaise. Community college trustees and administrators confronted with problems of optimum enrollment and declining resources could experience malaise if careful efforts

> are not made toward institutional renewal. A "resource rich" institution has unlimited freedom to make decisions about programs and an open growth curve with untapped clienteles. It will function differently than an institution that has the opposite growth profile. The more a community college is in conflict with its major funding sources and the more it depends on them for achievement of its goals, the more resources it will allocate to communication with these funding sources. The question to be addressed by trustees and administrators is: What is the impact of organizational malaise on institutional productivity and what adverse public policy initiatives might emerge to enforce improvement in lagging productivity? In the absence of motivated faculty interested in teaching and learning and imaginative administrators engaged in novel approaches to problem-solving, no community college can hope to favorably influence public policy. Trustees who are interested in shaping the course of public policy in the future must function as information seeking individuals capable of eliciting the support and enthusiasm of fellow trustees and administrators.

What are the implications of these changing environmental conditions for trustee roles in governance? Changes in economic and technological conditions, increasing complexity in state and federal government policies, and new actors in governance will require thoughtful consideration on the part of community college trustees and administrators. Presidents and trustees could experience a reduced span of control over the institution because of centralization of power in state agencies and may not be able to respond to changes in public policy that will have an impact on the institution. With increasing frequency, conditions could arise under which community colleges must respond quickly to reduced general fund appropriations or to pressures for change in program and services. Trustees could be called upon to assist the college in adapting to changes by marshalling political support for institutional long-range plans through linkages with public- and private-sector officials.

Expanding Trustee Roles in Governance

A rationale for expanding trustee involvement in college governance can be presented in the context of changing social conditions. As community colleges grew and flourished in the 70's, the view in state legislatures, municipal districts, and county offices was that of financing a "romantic

ideal." The image of the institution was one of a postsecondary education system providing open access to career and basic skills programs at low cost and in easy commuting distance from home. Facing different conditions in the 80's, this view has been dramatically altered. The focus in budget hearings is not on funding innovative programs and services, but on the provision of resources to cover rising staff salaries and benefits, to provide maintenance of deteriorating facilities, and to purchase new equipment. Community colleges are no longer a "romantic ideal." Financing facility repairs, and providing incremental resources for faculty salaries, equipment repairs and new equipment is not an attractive political venture for state officials for reason of low political visibility with voters. There are political gains to be made by elected officials with "high impact" projects such as improved retirement benefits for workers, construction of high security prisons, road and bridge repairs, job development legislation, and industry development projects. Increased trustee participation in governance is necessary to improve the visibility and allure of the college in the resource deliberations of elected officials.

A product of the issue of diminishing political benefits offset to public officials associated with support of community college resource requests is the problem of resource austerity. As the federal government shifts responsibility for the administration of human services programs to the states, major changes will occur in the methods used by institutions to compete for public funds and the strategies used by state agencies to regulate the use of funds. Community colleges will expend significant human and financial resources on procurement of funds from state agencies--resources which could be more effectively applied to the delivery of programs and services to the community. Trustees will be called upon to represent the resource needs of the college to public officials. Lobby initiatives will intensify as efforts are made by individual trustees and political action committees to increase the flow of state funds to community colleges and pressure will mount on trustees to use accurate information about college

programs, services and resource needs in conversations with public officials. The era will have passed in which trustees, individually and collectively, can expect to exert a passive influence in community college governance.

GOVERNANCE ROLES FOR TRUSTEES IN A NEW ERA

Given changing patterns of support for community colleges, a case can be made for restructuring trustee roles in governance. It is certain that two-year colleges will no longer be able to obtain incremental funding based on simple arguments about their "uniqueness" (e.g., mission, programs, costs, learner population characteristics, and admission policies). State agencies will require sophisticated data relative to long- and short-term student outcomes, attrition and retention, institutional and student costs, and programmatic cost-benefits to justify incremental appropriations. In the absence of input and support from trustees, community colleges will not have the capacity to provide such data. Administrators simply cannot afford to neglect the professional experience, political insights, and community contacts of trustees in institutional planning, resource allocation, and policy decisions. To achieve maximum gains in the procurement of resources from state agencies, local tax districts, and private-sector organizations, an approach to decision making will be needed that will merge the knowledge, interests and values of trustees, faculty and administrators into a single "information system" which can serve as a foundation for strategic decisions by policy makers within and outside of the institution. This model for decision making is termed the "coordinated systems model." It will become an important feature of trustee involvement in community college governance between 1985 and 1995.

In the "coordinated systems" model, trustees will assume an active role in organizing and examining information about economic, political, technological, labor market, social, and demographic conditions having an impact on institutional resource decisions. Trustees will become increasingly active in the planning process leading to decisions about the allocation of resources in the operating budget. In this context, trustee participation in governance will differ from earlier models because it will involve expanded access to information used in planning and budget decisions. To illustrate,

decisions made by trustees in relationship to the operating budget usually are confined to final approval of the budget prior to the beginning of the fiscal year. In the decade ahead, trustee roles in the budgetary process may expand to include the following elements along with related information systems:

ELEMENTS OF TRUSTEE PARTICIPATION	INFORMATION SYSTEMS
Review of environmental data depicting economic, demographic, social, technical and labor market conditions facing the college.	Published forecast data available as a public service or subscription basis through public- and private-sector organizations.
Liaison with state and local officials to determine the priority of the college in resource appropriation decisions.	Institutional information concerning public perceptions and expectations of community college education.
Review of academic program performance to determine internal priorities in resource allocation.	Published data about program performance collected as part of systematic program review.
Review of administrative recommendations for allocation of resources in the educational and general budget.	Draft copy of the operating budget.
Final approval of the institutional general fund budget.	Final copy of the general fund budget.

Both trustees and administrators will be expected to do more planning, to develop new kinds of budget justifications based on sophisticated information systems, and to develop more evaluative information about college programs and services. However, if more information is expected from community colleges in the future to support resource requests and, thereby, more pressure is placed on administrators to produce such information, what are the viewpoints of trustees and administrators regarding the expansion of

trustee roles in governance--particularly their active involvement in planning and budgeting?

A 1984 study conducted by the Center for the Study of Higher Education of the University of Michigan involving 103 community college trustees representing 41 institutions in 21 states and 70 community college presidents representing institutions in 31 states contributed interesting information regarding perceptions of current and future trustee roles in institutional governance (Rush and Alfred, 1984).* Consensus (75% or more agreement) was evident between trustees and presidents with respect to the following trustee roles in governance:

*Trustees should approve (not establish) institutional policies for students, programs, and staff

*trustees should approve the operating budget

*trustees should actively engage in community and public relations

*trustees should engage in legislative relations

*trustees should approve new programs or termination of existing programs

*trustees should approve published goals for the college

*trustees should participate in assessment of environmental conditions that impact the college

*trustees should monitor college expenditures in accord with the published budget

*trustees should not be included in the recruitment and selection process leading to staff appointments

A lack of consensus (50 percent or more disagreement) was evident with respect to the following trustee roles in governance.

*trustees should/should not be actively involved in planning and developing the college budget.

*trustees should/should not be actively involved in planning new curricula as well as modification of existing curricula.

*trustees should/should not be actively involved in planning leading to faculty and staff projections.

*trustees <u>should/should not</u> participate in the identification of management responses to changing environmental conditions.

Presidents tended to favor restrictive board roles in planning and budgeting and identification of management responses to changing environmental conditions. Trustees voiced a desire for greater involvement in planning and budgeting as a means for improvement of decisions related to programs and resources.

Community college trustees appear to be only minimally involved in governance functions related to program and budget planning. The tendency of college presidents to provide limited information to trustees about financial planning, curriculum development, community needs assessments, faculty and staff projections, facilities needs, enrollment and revenue projections, and expenditure projections essentially neutralizes the impact of trustees in strategic decisions. Although trustees participate directly in governance functions involving final approval of programs, budget, and staff, the approval function is often performed with a modicum of information. Questions arise about the quality of board decisions in strategic areas of institutional development when such decisions are based on limited information digested over a short period of time. A board that fails to provide itself with frequent and thorough information about budgetary, curricular, and staff issues, is neglecting its responsibilities. In a period of growing dissatisfaction with the quality of undergraduate education, community college trustees will need to become more fully aware of the cost/benefits of academic programs. They will need to turn away from the excitement of dealing with capital improvements and public relations schemes and begin to ask serious questions about program quality and institutional accountability. Despite the potential discomfort that can occur between trustees and administrators when trustees go beyond simple review and approval functions, trustees should actively solicit

and examine information about institutional priorities in the expenditure of resources. For example, trustees should know: educational programs and services which best support the institution's mission and its educational delivery systems, programs and services which are peripheral to the educational mission and the reasons underlying this judgement (community needs, historical funding patterns, internal political realities, labor market trends, etc.), projections of revenue, enrollment and expenditures for the institution, programs and services which are expected to grow and decline, expected changes in the environment and how the college is preparing for these changes, and competitive advantages and disadvantages for the college in the quest for resources and students in a period of social change.

Involvement of community college trustees in strategic dimensions of institutional governance such as planning and budgeting will become more important in the future. Although considerable uncertainty and ambiguity exist about trustee participation in sensitive domains that are currently within the purview of faculty and administrators, there is a need to strike a balance between "too much" and "too little" participation. The pages that follow present an outline for trustee and administrative roles in governance based on the supposition that trustees will make better decisions about programs and resources through active participation in different aspects of planning and budgeting than they will through review and approval of carefully prepared information. Developed in the form of a chart outlining respective trustee and administrative roles in governance for sixteen decision areas, a case is made for careful articulation of trustee roles as distinct, but complementary to those of administrators in governance.

DECISION AREA: DEVELOPMENT AND MODIFICATION OF THE INSTITUTIONAL MISSION

Trustees

a. Work jointly with administrators to identify new program and service initiatives for inclusion in the college mission

b. Work jointly with administrators to periodically examine the relationship of the institutional mission to the college long-range plan to ensure consistency

c. Work jointly with administrators to identify criteria that can be used to evaluate the responsiveness of the college (within its established mission) to educational needs of the service region

d. Suggest modifications to the institutional mission to accommodate documented program and service needs of the community

e. Recommend approval of modifications to the institutional mission

Administration

a. Provide information to trustees describing new program and service initiatives for inclusion into the college mission

b. Work jointly with trustees to periodically examine the relationship of the institutional mission to the college long-range plan to ensure consistency

c. Work jointly with trustees to identify criteria that can be used to evaluate the responsiveness of the college (within its established mission) to educational needs of the service region

d. Identify and recommend modifications to the institutional mission to accommodate documented program and service needs of the community

e. Publish and disseminate the statement of college mission in accord with modifications recommended for approval by the board of trustees

DECISION AREA: ESTABLISHMENT OF COLLEGE POLICIES TO MEET UNIQUE LOCAL EDUCATIONAL NEEDS

Trustees

a. Identify educational and non-educational needs in the college service region which need to become the focus of policy development by administrators

b. Work jointly with administrators to develop policies which meet local needs for educational programs and services

c. Recommend approval of proposed policies

d. Monitor college adherence to approved policies through reports provided by administration

Administration

a. Work cooperatively with trustees to identify educational and non-educational needs in the service region which need to be addressed through college policy

b. Develop and recommend policies to the board of trustees to improve institutional responsiveness to local educational and non-educational needs

c. Implement college policies following recommendation for approval by the board of trustees

d. Evaluate institutional adherence to approved policies using assessment techniques

e. Provide reports to the board of trustees describing institutional performance in relationship to approved policies

DECISION AREA: IDENTIFICATION AND PROMOTION OF CHANGES IN STATEWIDE POLICIES FOR COMMUNITY COLLEGE EDUCATION

Trustees

a. Work cooperatively with administrators to identify policy initiatives at the state level which have specific consequences for community college education (e.g., tuition pricing, program approval, funding formulas, etc.)

b. Develop strategies with administrators for college response to state-level policy initiatives

c. Perform advocacy role in communicating needed policy changes or undesirable changes to state and local agencies responsible for policy development

Administration

a. Work cooperatively with trustees to identify policy initiatives at the state level which have specific consequences for community college education (e.g., tuition pricing, program approval, funding formulas, etc.)

b. Solicit "early information" about statewide policy initiatives proposed for community colleges for timely submission to the board of trustees

c. Work cooperatively with trustees to communicate needed policy changes to state and local agencies responsible for policy development

d. Monitor changes in statewide policy initiatives and provide reports to trustees as necessary

DECISION AREA: UNIFIED VOICE FOR ADVOCACY AND MAINTENANCE OF INSTITUTIONAL INTEGRITY IN RELATIONSHIP TO SPECIAL INTEREST GROUPS

Trustees

a. Work cooperatively with administration to identify areas of possible conflict between the college and external constituent groups

b. Communicate community values and attitudes to administration as a method to heighten awareness of factors in the college-community relationship which could pose problems in the future

c. Identify strategies, based on administrative input, to favorably depict the college through a unified voice to external groups in relationship to identified issues

d. Serve as a buffer between the college and the community through unified resistance to pressures from external groups which may interfere with the free and open exchange of ideas on the college campus

e. Serve as an advocate of college programs, services and policies through unified support and representation of college interests to external groups based on knowledge of college operations

Administration

a. Work cooperatively with trustees to identify areas of possible conflict between the college and external constituent groups

b. Identify strategies, based on board of trustee input, to favorably depict the college through a unified voice to external groups in relationship to identified issues

DECISION AREA: INSTITUTIONAL LONG-RANGE PLAN

Trustees

a. Participate directly in the long-range planning process

b. Inject ideas into the planning process on an organized basis

c. Provide information for the planning process

*demographic
*community needs and attitudes
*economic
*social change
*manpower trends
*public policy and legislative/
government trends

d. Review strategic planning information

e. Review administrative proposals for college long-range plan (new or modified)

*mission, goals, and objectives
*academic programs and services
*service region/educational delivery systems
*enrollment size and mix
*facilities and equipment
*finance (revenue and expenditures)
*public liaison and relations
*faculty and staff projections
*institutional policies (new and revised)

f. Recommend approval for institutional long-range plan (new or modified)

g. Monitor institutional progress vis-a-vis achievement of the long-range plan based on administrative reports

Administration

a. Lead, organize, administer, and participate directly in the long-range planning process

b. Organize, collect, provide, and disseminate strategic planning information to the board of trustees

c. Develop proposed long-range college plan for review by trustees

d. Incorporate editorial commentary of trustees into the long-range plan, where appropriate

e. Publish approved long-range plan (new or modified)

f. Evaluate institutional performance vis-a-vis achievement of long range plan

g. Disseminate evaluation results to board of trustees

DECISION AREA: DEVELOPMENT OF COLLEGE OPERATING BUDGET

Trustees

a. Receive information from college administrators describing processes and procedures that are used to develop the college operating budget

b. Receive periodic progress reports from administration on translation of the long-range plan into the operating budget

c. Review the proposed budget at a juncture sufficient to ensure full understanding of the institutional operating budget prior to approval

d. Recommend for approval the college operating budget

Administration

a. Explain the institutional budget development process and operating assumptions to the board of trustees

b. Prepare the institutional budget request using appropriate cost center data adhering to published budget guidelines and institutional long-range plans

c. Issue periodic progress reports to the board of trustees concerning the status of budget preparation

d. Submit the proposed operating budget to board of trustees

e. Implement the approved operating budget

DECISION AREA: DEVELOPMENT OF THE CAPITAL BUDGET

Trustees

a. Identify areas for capital development and improvement in the college through involvement in the institutional long-range planning process with administrators

b. Review administrative proposals for long- and short-term capital development projects in terms of consistency with institutional mission, political and financial feasibility, etc.

c. Evaluate proposals for capital development projects to ensure consistency with the institutional mission and long-range plan

d. Recommend for approval administrative proposals for capital development

e. Following approval of capital development proposals, perform advocacy function with external groups in support of specific projects

Administration

a. Working with the board of trustees, identify areas for capital development and improvement in the college through involvement in the institutional long-range planning process

b. Prepare proposals for capital development projects for review by trustees

c. Submit approved capital development project proposals to external coordinating boards in accord with established policy

d. Prepare progress reports on the status of external agency approval/ disapproval of capital development proposals for review by the board of trustees

DECISION AREA: MANAGEMENT AND CONTROL OF THE INSTITUTIONAL OPERATING BUDGET

Trustees

a. Recommend for approval the authorized operating budget developed and recommended by the administration; once the budget has been

approved administration will assume full responsibility for management and control of the budget

Administration

a. Maintain responsibility for day-to-day administration of the college operating budget

b. Prepare and submit financial reports to the board of trustees as a method to keep individual members informed of the financial condition of the college at specific check-points throughout the fiscal year

DECISION AREA: ROLE AND RESPONSIBILITY FOR RESOURCE DEVELOPOMENT WITH PUBLIC- AND PRIVATE-SECTOR ORGANIZATIONS AND INDIVIDUALS

Trustees

a. Provide leadership and assistance, working with administration, in the identification and cultivation of private-sector sources of revenue for the college

b. Establish contact with revenue sources for the purpose of donating financial and/or capital resources to the college; work cooperatively with administrators to ensure that a unified voice and approach is used in all contacts with external groups and individuals

c. Serve in an advocacy role to advance college interests in all contacts related to resource development with public- and private-sector agencies

Administration

a. Provide leadership and assistance, working with the board of trustees, in the identification and cultivation of private-sector sources of revenue for the college

b. Establish contact with revenue sources for the purpose of donating financial and/or capital resources to the college; work cooperatively with trustees to ensure that a unified voice and approach is used in all contacts with external groups and individuals

DECISION AREA: ACADEMIC PROGRAM DEVELOPMENT

Trustees

a. Provide information relative to specific knowledge areas and occupational fields that are worthy of consideration for program development and implementation in accord with the institutional mission and long-range plan

b. Review administrative proposals (and support data) for new program development; support data should include, but not be limited to, the following:

*labor market needs and trends
*job opportunities for program graduates
*program costs
*enrollment projections
*faculty availability
*transfer and articulation potential of program
*program design and course sequences
*student mix and enrollment patterning (to graduation) including expected completion and attrition rates

c. Recommend for approval administrative proposals for new academic programs

d. Monitor new program performance through review of administrative reports

e. Perform advocacy function with external groups in relationship to implementation of new programs

Administration

a. Provide information to trustees about specific knowledge areas and occupational fields in which program development should be considered

b. Develop preliminary proposals (and support data) for new program development

c. Develop final proposals (complete with support data) for new program development based on modifications suggested, and agreed upon, in the proposal review process

e. Evaluate program performance

f. Develop and submit periodic reports to the board of trustees relative to program performance

DECISION AREA: MODIFICATION AND TERMINATION OF ACADEMIC PROGRAMS

Trustees

a. Work with administrators to determine indicators which can be used to review academic program performance

b. Based on a process of program review, examine data and information provided by administrators relative to program performance

*enrollment levels
*program costs
*labor market projections
*program uniqueness
*student outcomes and benefits
*program accreditation
*student certification and licensure results
*value of equipment and instructional facilities
*student and community needs for programs
*articulation with colleges and secondary schools
*miscellaneous indicators

c. Review administrative proposals for termination of academic programs

d. Recommend for approval degree program termination recommendations submitted by administration

e. Assistance in interpretation of administrative actions to the community

Administration

a. Work with trustees to determine indicators that can be used to review academic program performance

b. Collect, organize, and present data descriptive of academic program performance for review by the board of trustees as part of the recommendation process for program termination

c. Implement degree program termination decisions following recommendation for approval by the board of trustees

d. Evaluate residual effects of program termination decisions

e. Report residual effects of program termination decisions to the board of trustees

DECISION AREA: REVISION AND APPROVAL OF ACADEMIC COURSES AND INSTRUCTORS

Trustees

a. No formal or informal role in the review and approval of academic courses and instructors

Administration

a. Maintain responsibility and authority for the review and approval of academic courses and instructors

b. Provide information reports to the board of trustees as necessary

DECISION AREA: SELECTION AND APPOINTMENT OF COLLEGE FACULTY AND STAFF

Trustees

a. Review and recommend for approval new positions (academic and non-academic) proposed by administration

b. Participate in long-range planning for staff patterns, projections, and allocation working with administrators

Administration

a. Develop specifications for new positions and staffing recommendations for review by the board of trustees

b. Select personnal (academic and non-academic) to fill vacant positions with no requirement for review and approval by the board of trustees

c. Implement long-range planning for staff in conjunction with the board of trustees

DECISION AREA: EVALUATION OF THE COLLEGE PRESIDENT

Trustees

a. Work cooperatively with the college president to identify criteria and instruments to be used in the evaluation of performance

b. Evaluate presidential performance using identified criteria and assessment instruments

c. Provide the results of evaluation to the president and summarize strengths and areas in which improvement is necessary

d. Work with the president to develop a plan for professional development, and if necessary, a timeline for implementation of the plan

e. Monitor presidential performance in accord with the professional development plan

Administration

a. Work cooperatively with the board of trustees to identify criteria and instruments to be used in the evaluation of presidential performance

b. Work with the board of trustees to develop a plan for professional development, and if necessary, a timeline for implementation of the plan

c. Provide information to the board of trustees relative to presidential performance in accord with stipulations in the professional development plan

DECISION AREA: RELATIONSHIP OF THE BOARD OF TRUSTEES TO INTERNAL COLLEGE GROUPS

Trustees

a. Maintain responsibility to work with and through college administration in communication with internal campus groups

b. Provide an organized forum for communication with internal campus groups through invited presentations at regular board meetings

c. Develop procedures, working with administration, for communication with campus groups

Administration

a. Develop protocol, working with the board of trustees, for communication with campus groups

DECISION AREA: SELF-ASSESSMENT OF BOARD PERFORMANCE IN RELATIONSHIP TO STATED GOALS AND THE INSTITUTIONAL MISSION

Trustees

a. Develop a process or system for self-assessment to be conducted at identified intervals

b. Establish annual goals and objectives for board performance to be evaluated at the conclusion of the fiscal/academic year

c. Identify specific criteria to be used in the assessment of board performance

d. Implement assessment process at pre-determined intervals

e. Examine assessment results and identify strategies for improvement

f. Implement improvement strategies as part of sequential-year plans

Administration

a. Provide information to the board of trustees as a collective body in the assessment process

ENHANCING TRUSTEE PARTICIPATION IN GOVERNANCE THROUGH IN-SERVICE DEVELOPMENT

The key issue derived from the examination of trustee roles in governance is one of the depth and intensity of trustee participation in institutional decisions given increasing velocity of change in economic,

social, demographic and technological conditions. Increasing environmental pressure leads to increased accountability and growing trustee involvement in governance as the distinction weakens between policy development and decision making. Trustees cannot be expected to contribute to sound decisions about programs and resources in the absence of guidelines descriptive of their authority in specific decision contexts as well as information descriptive of environmental conditions impacting the college. Trustees lack technical expertise. They are subject to constraints with respect to the amount of time they can commit to institutional responsibilities. It is the responsibility of the president to effectively define trustee roles in governance as a method to improve the quality of strategic decisions.

Trustee roles in governance can best be defined through in-service programs which clearly articulate shared and differentiated responsibilities of board members and administrators across a range of different decision contexts. Trustees and presidents share roles which are by no means mutually exclusive. Yet, the literature on trustee in-service reveals limited and isolated efforts to delineate governance roles of different groups. Despite Baldridge's (1980) call for intensive trustee training because of the challenges and changes facing higher education, Wattenbarger's (1968) identification of seven operational factors affecting the pattern of community college governance requiring increasing knowledge and information on the part of board members, and Lloyd's call for in-service training, there is little evidence that these needs are being met. In their 1974 survey of colleges and universities, Nelson and Turk discovered that only one-third of the institutions provided some kind of systematic orientation for board members. Fox (1966) discovered that among 117 community colleges, 105 (90 percent) did not have an in-service education program for trustees. For those colleges that did have an in-service education program, an effective plan should:

- be specific, yet flexible,
- anticipate board member differences,
- receive adequate budgetary support

- involve the president keeping the trustees informed about trends in higher education,
- be an integral part of the entire college,
- provide for frequent communication between the president and the board,
- be related to pertinent aspects of the trustee role,
- provide for trustee self-evaluation,
- employ a variety of methods.

Claxton (1972) found that experienced Florida community college trustees (those who had served a year or more) felt they had very few in-service needs. Young (1981) found that only new community college trustees favored any technique or activity for in-service training. Further, with regard to implementing trustee in-service:

> The presidents and board chairmen opposed weekend retreats and case studies and simulated experiences. The board chairmen also opposed visitation to other campuses, use of the college media center, regional locations for conferences and workshops, and the use of films, slides, and related media.

There have been numerous calls for trustee in-service. Ruml's 1959 advice was considered controversial in its time when he suggested that there was no reason why the trustees of a college should not be informed on all matters involving faculty and departmental jurisdiction...or why they should not intervene in situations where the academic machinery was proving inadequate.

In-Service Model

We propose now to outline a model for enhancement of trustee participation in governance through in-service development. The model will take into account the following characteristics of successful in-service programs:

1) The program must address the unique circumstances affecting whichever community college uses it,

2) The program must take into account the trustee role, individual board factors, individual college factors, in-service methods, and problems associated with in-service training,

3) The program must take into account several considerations already mentioned by Fox (1966)--flexibility, communication between the president and the board, and trustee self-evaluation, and

4) The program must be orchestrated by the president and the chairman of the board.

The grid that follows presents a series of factors related to governance roles, board characteristics, and board processes that have been identified in previous research as important elements in in-service programs for trustees. The "Board Characteristics" field lists a number of individual trustee characteristics such as age, sex, occupation, educational level, etc., which need to be considered in developing a trustee in-service program. The "Governance Roles" field lists a number of decision areas (curriculum, personnel, facilities, planning, etc.) which community college trustees potentially can address in governance. The "Board Processes" field lists a variety of processes (use of committees, in-service techniques, board chair role, etc.) used by boards to make or improve decisions.

Community college presidents and trustees can use this information to develop an in-service program designed to meet the unique characteristics and needs of a particular college. For example, when trustees are presented with a particular governance problem, say a decision regarding their role in the modification or elimination of academic programs, alternative roles could be specified for the board using specific dimensions of the literature related to "board characteristics," "governance roles," and "board processes." The community college president and the board of trustees can employ the information contained in the grid to develop an in-service program for clarification of the board role in program development and elimination based on specific "board characteristics" such as age, education, and occupation, and specific"board process" such as committee structure, intra-board relations, and board chair role.

| | YEAR | BOARD CHARACTERISTICS | | | | | | | | | | | | | | | | GOVERNANCE ROLES | | | | | | | | | | | | | | | | | | | | BOARD PROCESSES | | | | | | | | | | | | | | | | | | |

Let us describe a hypothetical community college wherein the president and board see a need to provide in-service training for enhancement or clarification of trustee roles in financial planning. Let us assume that the president and board believe that the key issues they need to deal with include the following:

board characteristics: new - versus veteran trustees

governance roles: trustee roles in long-range financial planning

board processes: board chair role

Given this assumption, the following "grid" would evolve as a framework within which to organize the in-service program:

AUTHOR	NEW/ VETERAN TRUSTEES	COMMUNITY COLLEGE	ROLE IN FINANCES	BOARD CHAIR ROLE
CLAXTON	X	X	X	X
LLOYD	X	X	X	
CRONK	X	X	X	
NEDDY	X		X	X
FOX	X	X	X	X
COLEMAN	X	X	X	
JONES	X	X	X	

Once the sources of information have been determined, it will be necessary to review individual reports and to identify the questions which, in the opinion of the president and the board, would best address unique issues associated with the local context.

This in-service model is, in essence, just a first step. The model can be fine-tuned in a number of ways. One obvious way, given the hypothetical

example, would be to further define governance roles in the area of "finance." To illustrate, financial planning might involve a series of activities to be addressed by trustees and administrators such as revenue and expenditure forecasts, budget preparation, investment management, development activities, and tuition policy. The division of responsibility related to board and presidential roles in financial planning could be the following:

	PRESIDENT	TRUSTEES	STATE BOARD	OTHER
Developing revenue and expenditure forecasts.	C S	C S	C S	C S
Preparing a college budget.	C S	C S	C S	C S
Reviewing the audit process of the college.	C S	C S	C S	C S
Reviewing assumptions used to develop the college budget	C S	C S	C S	C S
Approving the college's budget.	C S	C S	C S	C S
Monitoring college expenditures.	C S	C S	C S	C S

The designation "C" would mean that a group or individual currently is responsible. "S" would mean the respondent believes the group or individual should have the responsibility. The role of the president and board of trustees would be to mix and match the best concepts for in-service development from a variety of sources using the in-service model.

The strength of the model is that it allows the president/chair to custom-design an in-service program rather than employing a "boiler plate" process, hiring a consultant, or sending trustees to a conference or workshop. Further, the model encourages the use of data-based sources. At this point, let us consider some of the practical realities of implementation.

Implementation of the Model

The key to implementation of the model is to relate it to the trustee role and management objectives of a specific community college. Once the president and the board have agreed on a basic role definition for the board, implementation can begin. Definition of governance roles, including board rights and responsibilities, suggests numerous areas in which boards need to be knowledgeble. The ideal situation would be one in which the board undertakes a careful examination of how it differs from other boards on specific issues and how its unique demographics relate to and determine its behavior. It is the task of the president to establish a management climate in which the board is: 1) committed to on-going communication, and 2) supportive of orientation and in-service programming as a vehicle for communication.

Some of the hurdles facing presidents and boards attempting to establish a meaningful in-service program are the following:

1) Unwillingness to devote much time to in-service.

2) Reading habits which do not include the literature of higher education.

3) An approach to management focused on orientation of "new" trustees, but not "seasoned" trustees.

4) A lack of receptivity to many pedagogical approaches.

5) Potential lack of enthusiasm for board self-evaluation.

Some suggestions--but no panaceas--are offered here. First, the relationship between the president and the board chairman should be understood and used as a framework for in-service programming. The board chairman should wholeheartedly subscribe to in-service. Given board chair support, the president has a variety of options. One option includes board identification of an extensive list of issues to rank for their own in-service. The board could be asked to identify important issues from a list supplied by the president/chair. Likewise, the president/chair could solicit ideas on in-service techniques. Board in-service should be frequent and repetitive.

Further, good pedagogy would suggest quick feedback. Thus, a board might react to a short set of questions and have access to results comparing them to other community college boards. A short in-service session before each board meeting would readily lend itself to this technique.

Another strategy might be to play upon growing interest in microcomputer technology. The authors once had occasion to see a community college board engage in a budget simulation using a variety of "what-if" scenarios. The board was literally mesmerized each time the printer spun out net results related to revenue and expenditure projections. The budget was adopted quickly as a result of improved board understanding of the revenue and expenditure assumptions which drove the budget.

CONCLUSION

Given the assorted clamoring about what trustee roles in governance are, or should be, what does the future hold for trustee involvement in governance? Certainly not the simplistic world described in early documents with the only act of governance being the establishment of formal policies for control of students, programs and staff. In the future trustees will need to perform the following roles:

1) Satisfy the legal requirements associated with the college,
2) Represent external (societal) interests,
3) Represent internal interests (those of faculty, students, staff),
4) Serve as a buffer between external and internal interests, and
5) Maintain a climate for change through participation in institutional planning and budgeting.

To enhance trustee participation in these role dimensions, it may not be appropriate to draw clear demaracations between policy and administration. Boards and presidents may need to share roles which are by no means mutually exclusive. Corson (1960) nicely defined the continuum which trustees find themselves on:

> The administration of colleges and universities is a continuum in which trustees, presidents, deans, department chairpersons, faculty members and students within, the alumni, professional groups and governmental authorities without; have interrelated and mutually responsible parts to play.

The prototypical board of trustees in the future might be called the "review theory" board. Significantly involved in governance, this board will perform four basic roles. It will delegate authority to internal constituencies before monitoring their actions to assure that the integrity of the academic process is preserved. Second, it will maintain relations with external constituencies to assure continued support. Third, it will shield the college from external constituency interference. Finally, it will assure that the college is respected, reliable, and responsible in its contractual, legal, and public relationships in addition to operating within its financial means. Community college trustees will become more involved in critical decision making as a means to develop a full understanding of the institutional mission, programs, and resources. It is not solely the possession of information that will encourage enhanced trustee participation in governance. The critical issue will be the use of information by trustees to improve institutional strategic conditions in a period of rapid social change.

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